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The Commonwealth of Massachusetts

ANNUAL REPORT

OF THE

DEPARTMENT OF LABOR
AND INDUSTRIES

FOR THE

YEAR ENDING NOVEMBER 30, 1922



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The Commonwealth of Massachusetts

ANNUAL REPORT

OF THE

DEPARTMENT OF LABOR
AND INDUSTRIES

FOR THE

YEAR ENDING NOVEMBER 30, 1922



PUBLICATION OF THIS DOCUMENT

APPROVED BY THE

COMMISSION ON ADMINISTRATION AND FINANCE

BOSTON

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DEPARTMENT OF LABOR AND INDUSTRIES.

OFFICIALS.

Commissioner.

E. LEROY SWEETSER, EVERETT.

Assistant Commissioner.

ETHEL M. JOHNSON, BOSTON.

Associate Commissioners.

EDWARD FISHER, LOWELL.
HERBERT P. WASGATT, WABAN.
SAMUEL ROSS, NEW BEDFORD.

HEADS OF DIVISIONS AND BRANCHES.

Board of Conciliation and Arbitration.

EDWARD FISHER.
HERBERT P. WASGATT.
SAMUEL ROSS.

Division of Minimum Wage.

EDWARD FISHER.
HERBERT P. WASGATT.
SAMUEL ROSS.
ETHEL M. JOHNSON, *Acting Director.*

Division of Statistics.

ROSWELL F. PHELPS, *Director.*
MARGARET SHEA, *Statistician for Manufactures.*
LESTER E. ARCHIBALD, *Statistician for Labor.*

Division of Industrial Safety.

JOHN P. MEADE, *Director.*
JOSEPH MONETTE, *Counsel.*

Division of Standards.

FRANCIS MEREDITH, *Director of Standards.*

PUBLIC EMPLOYMENT OFFICES.

Boston.

HARRY G. DUNDERDALE,
Superintendent.

Worcester.

WILLIAM A. WILDER,
Superintendent.

Springfield.

CHESTER A. ALLEN,
Superintendent.

Federal Director of Employment Service.

E. LEROY SWEETSER, *Commissioner.*

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REPORT OF THE COMMISSIONER OF LABOR AND INDUSTRIES.

To the General Court.

The Annual Report of the Commissioner of Labor and Industries for the year ending November 30, 1922, is herewith submitted.

Administration. — The personnel of the Commissioners and the Directors of Divisions, as well as the organization, remains the same as it was when the Department was established three years ago.

Hearings. — Other than the public hearings on the adoption of Rules and Regulations for Safeguarding Power Press Tools, and the adoption of the Lighting Code, it has been necessary to hold two hearings before the full Board. On petition of the United Building Trades Council *vs.* the Boston Transit Commission, a hearing was held to determine the prevailing rate of wages for Boston and vicinity, and a decision given. On petition of the New England Manufacturing Confectioners Association that the candy industry be declared seasonal, a hearing was granted and petition denied. All other petitions were adjusted without the necessity of a hearing.

Accidents in Industry. — It is gratifying to note a continued decrease in the number of injuries to workers in industry. For the year ending June 30, 1920, the first since the establishment of this Department, there were 193,600 injuries reported, of which 65,408 were tabulatable. For the year ending June 30, 1922, there were 139,611 reported, of which 51,101 were tabulatable, a decrease of 53,989 in reported injuries, and of 14,386 in tabulatable injuries. Accident prevention is one of the important duties required of the Department. It is a question of education and continual publicity to prevent carelessness, and efficient inspection to see that every safeguard possible is provided. In this work the Department has had the earnest co-operation of the Department of Industrial Accidents, and also of the Massachusetts Safety Council.

Inspections. — Although the number of inspectors remains the same, the total number of inspections and reinspections reached 65,073, which is the largest number ever made in one year by the department. The total number of orders issued for all purposes was 16,660, which is a much smaller number than it has been necessary to issue in previous years. It is desired that the necessity for issuing orders shall decrease each year as the result of systematic inspection. Only 1,036 orders remain outstanding at the close of the year due to the time necessary to comply with the same, which is about half the number outstanding a year ago.

Complaints. — There were 1,909 complaints received during the year, and every one of these has been investigated. Of this number forty-four related to the employment of minors under fourteen years of age and three hundred and forty-three concerned the overtime employment of both women and minors.

Non-payment of Wages. — The amount collected by this department has gradually increased each year until the sum collected in 1922 and paid over to employees was \$17,846. This amount was collected in small sums from employers who have refused or neglected to pay their employees. The department, on complaint, investigates every case of this nature; and if the matter is not adjusted, prosecutes.

Labor Troubles. — There have been reported one hundred and forty-seven strikes or lockouts during the year, involving directly more than 32,000 employees. The Board of Conciliation and Arbitration of this Department has rendered 537

decisions on cases submitted to them for arbitration, which is larger than the total number in the two years preceding. Besides this the Board has been in touch with every labor trouble reported; and has assisted in adjusting the same in many instances, thereby preventing a strike.

Unemployment. — The employment situation is now practically normal in this Commonwealth. The number of persons reported placed during the past year through the four public employment offices conducted by the department is 38,574, an increase of about 10,000 over the previous year. The number actually placed is larger, as it frequently happens that many fail to report. The average cost was \$1.64 per known placement.

Minimum Wage. — Last year the department recommended to the legislature the passage of an enforceable minimum wage law, which would give the department power to enforce the decrees. This question, with others concerning the minimum wage and unemployment, was referred to a recess committee which will report in 1923.

Textile Investigation. — The legislature in June passed an order directing the Department of Labor and Industries to use all possible effort to bring about an amicable settlement of the industrial conflict then existing in some of the textile industries of the Commonwealth, and directed and authorized the department to make such investigation as might be necessary to accomplish that purpose; and, further, to investigate into the business and financial condition of the industry, and the relative rate of wages paid within the Commonwealth and the Southern States, with special reference to ascertain whether or not the recent cut in wages was necessary that the textile business should pay just and proper returns upon the capital invested and to make such report of its findings to the Governor and Council.

It will be noted that the order calls for an investigation into the textile industry, which is one of the largest industries in the Commonwealth, and that there was no appropriation provided by the legislature to do this work.

For some time previous to the passage of this Order, in fact, at the very beginning of the industrial conflict referred to, (which was during the latter part of March and early in April), the department, through the Board of Conciliation and Arbitration, made an investigation of the facts, held conferences with the interested parties, and used its utmost efforts to adjust this controversy. At the time of the adjustment in September the department rendered a preliminary report to the Governor and Council. Since that time it has been gathering such data as it could with the means at command to make up the report called for.

Legislation. — The only legislation recommended by the department referred to the work of the Division of Standards. An Act Relative to the Sale of Coal in Paper Bags or Sacks, and An Act Relative to the Examination of Applicants for Certificates of Fitness for Appointment as Measurers of Leather. These recommendations are explained under the report of that division.

The department in many instances has had the co-operation of both the employers and the employees in securing compliance with the labor laws and improving the safety and welfare of the workers, and it is the desire of the department so far as possible to adjust all difficulties in this manner before appealing to the Courts.

Appropriation. — The total sum appropriated for the use of the Department for the year ending November 30, 1922, was \$373,540.00. Of this sum \$333,277.92 has been expended, leaving the balance of \$40,262.08. More than half of this surplus or \$23,276.23 is an unexpended balance appropriated for the survey of lumber. There has been collected in fees and paid into the Treasury of the Commonwealth by the Division of Standards the sum of \$75,505.37. This amount deducted from the sum spent makes the net cost of the department to the Commonwealth of \$257,772.55 for the year 1922. Besides the above amount there has been collected by the same division and paid into the treasuries of the cities, towns and counties of the Commonwealth, as required by law, the sum of \$17,395. The total amount requested in the budget is \$380,959.

E. LEROY SWEETSER,
Commissioner of Labor and Industries.

FINANCIAL STATEMENT FOR 1922.

GENERAL.

ACCOUNT.	Appropriations.	Expenditures.	Unexpended Balance.
Officials	\$20,500	\$20,500 00	—
Personal services	267,800	238,913 09	\$28,886 91
Contingent and travel	81,490	70,331 10	11,158 90
Wage Boards	3,750	3,533 73	216 27
Totals	\$373,540	\$333,277 92	\$40,262 08

Collected in fees and paid into the treasury of the Commonwealth	\$63,774 00
Collected in fees and paid into treasuries of cities, towns and counties of the Commonwealth	17,395 00

BY DIVISIONS.

	1922 Appropriations.	Expenditures.	Unexpended Balance.	1923 Estimated Expenditures.
<i>Administration.</i>				
Commissioner, assistant commissioner, associate commissioners (personal services)	\$20,500 00	\$20,500 00	—	\$20,500 00
Clerical and other assistance to administration	4,530 00	4,530 00	—	4,680 00
<i>Division of Industrial Safety.</i>				
Personal services	100,700 00	98,443 00	\$2,257 00	104,255 00
Expenses	13,000 00	12,149 96 ¹	850 04	13,500 00
Travel	15,400 00	14,515 50	884 50	15,500 00
<i>Board of Conciliation and Arbitration.</i>				
Personal services	16,000 00	15,655 00	345 00	16,000 00
Expenses	6,000 00	5,049 65	950 35	6,000 00
<i>Division of Minimum Wage.</i>				
Personal services	12,000 00	11,171 35	828 65	12,000 00
Expenses	3,500 00	2,772 71 ²	727 29	3,500 00
<i>Wage Boards.</i>				
Personal services and expenses	3,750 00	3,533 73 ³	216 27	3,250 00
<i>Division of Standards.</i>				
Personal services	20,600 00	19,988 00	612 00	23,250 00
Expenses	11,600 00	8,986 33	2,613 67	11,839 00
<i>Survey of Lumber.</i>				
Personal services	34,160 00	10,883 77	23,276 23	26,200 00
Expenses	4,890 00	976 83	3,913 17	3,575 00
<i>Division of Statistics.</i>				
Personal services	34,310 00	33,786 95	523 05	37,600 00
Expenses	10,500 00	9,629 88 ⁴	870 12	14,600 00
<i>Public Employment Offices.</i>				
Personal services	45,500 00	44,455 02	1,044 98	48,110 00
Expenses	16,600 00	16,250 24 ⁵	349 76	16,600 00
Totals	\$373,540 00	\$333,277 92	\$40,262 08	\$380,959 00

¹ Not including outstanding bills estimated at \$700 00

² Not including outstanding bills estimated at 351 80

³ Not including outstanding bills estimated at 5 00

⁴ Not including outstanding bills estimated at 850 00

⁵ Not including outstanding bills estimated at 200 00

Total \$2,106 80

Orders Issued.

Labor:		
Employment of women and minors	4,649	
Posting time notices	1,443	
Minors in prohibited trades	67	
Procuring and returning certificates	4,719	
Total		10,878
Health:		
Sunday work, one day's rest in seven	198	
Ventilation, humidity, dust removal, drinking water	211	
Lighting, injury to eyes	57	
Toilet and washing facilities, etc.	2,267	
Medical chest	1,022	
Meal hours, seats, lockers	119	
Miscellaneous	47	
Total		3,921
Industrial Safety:		
Communication with engine room	49	
Guarding machinery	2,500	
Building operations	220	
Miscellaneous	58	
General miscellaneous	16	
Total		2,843
Written orders issued	17,642	
Verbal orders issued	2,018	
Total orders issued		19,660
Orders complied with		20,006
Total outstanding orders at close of business November 30, 1922		1,035

Complaints.

Minors:		
Employed under fourteen years of age	46	
Employed without certificate	83	
Employed in prohibited trades and dangerous machinery	3	
Illegal exhibition of children	26	
Health and sanitation (impure drinking water, no lockers, inadequate toilets, etc., no seats for women, no blower system)	167	
Time notices:		
Not posted	13	
Improperly posted	28	
At time other than stated	1	
Overtime employment:		
Women and minors	343	
Public works	27	
Non-payment of wages	1,046	
Illegal advertising	36	
Unguarded machinery	—	
Building operations	37	
Labor, general (fines, holiday employment, weavers' specifications)	35	
Total		1,909
Licenses granted for homework	1,132	
Registration of painters	406	
Wages paid by employers after complaint	\$17,846.16	

INDUSTRIAL SAFETY.

There were 2,843 orders affecting the safety of employees issued by the department upon requisition made by the inspectors. Rules made by the department guarding danger points in industry are showing good results. Co-operation is given by employers, and it is seldom necessary to resort to prosecution.

Non-mechanical hazards have been given the attention such problems require. Suitable railings and adequate stairways have been required, passageways and gangways made free from obstructions to protect employees against injury.

Assistance by inspectors has been afforded many concerns where safety committees and skilled engineers work in making the plant free from dangerous conditions. During the year a large number of firms were induced to organize safety committees. Inspectors have attended shop committee meetings and talked on measures to prevent accidents in establishments where they were found to be numerous. Well established industries now make safe conditions in their plants a prominent feature of business policy. Constant effort has been made by the department to promote this work.

Building Trades.

Inspection of building operations has been carried on by the department for three years. With a force limited to four men, only a small part of the field can be covered. Co-operation has been secured from nearly all the prominent building contractors in complying with the Rules and Regulations issued by the department for the prevention of accidents in the building trades. The constant changes going on in this industry require special attention to making work places safe. The shifting of working forces from one job to another creates a difficult problem in connection with safety work. Where workmen are often exposed to new conditions of work it makes it difficult to control the hazards in their employment. The majority of the firms engaged in the construction of scaffolds and stagings conduct their operations as the rules and regulations provide.

In the building trades for the year ending June 30, 1920, there were 5,032 tabulatable injuries, of which 43 were fatal.

For the year ending June 30, 1921, the total number of tabulatable injuries in this occupation reached the figure of 5,254, of which 47 deaths occurred.

In the year ending June 30, 1922, there were 4,715 tabulatable injuries, including 37 of which resulted fatally.

Activity in the building industry has far exceeded that of previous years. All branches of this trade have been busily employed, yet there has been an encouraging reduction in the number of injuries received by the workmen. The growing interest among employers in preventing the exposure of their workmen to hazardous conditions is a factor to be recognized.

There were 2,018 verbal orders issued by the inspectors to employers in the building trades where compliance with the rules had not been effected.

Accident Prevention.

During the year 989 accidents were investigated. These were mainly injuries resulting in death or permanent partial disability. They include the loss of limbs, hands, feet, fingers, toes and eyesight.

Attention has been given in this connection to the wood-working trade, where a large number of serious and painful injuries are sustained. In this industry a large percentage of the permanent partial disability accidents occur.

Rules and regulations for the prevention of accidents in this line of work, which have been in effect now for two years, are accomplishing good results. Investigation of such accidents proves that the requirements are responsible for diminishing the severity as well as the number of injuries.

In the metal trades, the safeguarding of power punch machinery tools has been studied by the department. Assistance has been given to users of these machines with respect to types of guards necessary to prevent accidents. Nearly all the severe accidents on punch press machinery were investigated. Where the method of safeguarding was found to be ineffective, employers were required to use devices that would prevent injuries. Rules and Regulations have been adopted by the department for the use of safety devices on power press tools. There has been a gradual reduction in the number of permanent partial disability injuries in the last three years, as follows:—

For the year ending June 30, 1920	.	.	.	.	.	1,611
For the year ending June 30, 1921	.	.	.	.	.	1,371
For the year ending June 30, 1922	.	.	.	.	.	1,226

Inquiry in 1922 into the causes of injuries to children between 14 and 16 years of age in industry has also been continued as a leading feature of this work. It has not only strengthened the administration of the employment certification law, but has assisted materially in preventing the exposure of children to hazards in industry.

Information acquired in the investigation of injuries to children has been communicated to directors of continuation schools, and has been utilized in teaching pupils the need of exercising due care in the places of their employment. Co-operation has been steadily received from the schools and thousands of children have been acquainted with the ordinary hazards met in the course of their employment.

In the chief industrial centers, where large numbers of children come from mill and factory to sessions of the continuation schools, useful instruction is given in this respect. This work has proved to be an effective means for the prevention of occupational injuries.

Good results have been obtained through the use of tables on occupational injuries, furnished by the Department of Industrial Accidents. Through this means the work of the inspection force is centered in the plants where accidents frequently occur.

The high rate of injuries in the textile establishments of this State has directed attention to this problem. For the year ending June 30, 1922, the textile establishments of Massachusetts contributed the largest number of work accidents. There were 9,114 such injuries, or nearly 18% of all accidents arising out of and in the course of employment in this State; of these, 25 resulted in death and 215 in permanent partial disability.

A high accident rate exists in the textile industry. In the majority of manufacturing establishments, the number of machines is usually less than the number of employees, but the opposite is true with reference to the cotton mill. Here the number of machines usually exceeds by several times the number of employees. In this industry care is necessary relative to mechanical safeguarding.

The problem of injuries arising from non-mechanical causes is also prominent in this line of industry. A recent study of accidents in the cotton spinning and weaving trade, involving the exposure of 43,782 employees for one year, determined the fact that 68% of all the accidents were attributable to non-mechanical causes. These were falls, infections from the handling of material and contact with objects and falling materials. Nearly all of the injuries from these sources are preventable.

In one of the largest textile centers of the State, a campaign of education was instituted by the department. Through the medium of the radio, instruction relative to the value of exercising due care in employment places was broadcasted into the mills during the lunch period, and employees were advised to follow carefully provisions of safety committees in working for the prevention of accidents.

HOURS OF EMPLOYMENT FOR WOMEN AND MINORS.

As a result of inspections in 39,100 industrial establishments, the department issued 10,945 orders dealing with the employment of women and minors. These were concerned principally with the statutes relative to employment and educational certificates, posting of time notices and filing the list of employees working in shifts.

The Legislature in 1921 extended the forty-eight hour law for women and minors so as to include, among other establishments, hotels and motion picture theatres. This has added very materially to the duties of the inspectors. It accounts for the slight increase in the number of complaints during the past year. During certain holiday seasons in the year, investigations were made in establishments where night work prevailed to determine if women worked more hours than permitted by law. Night visits by inspectors to the small mercantile establishments have been continued. Through this policy a more satisfactory enforcement of the child labor law has resulted. Fewer complaints have been received with respect to employing minors under sixteen years of age after six o'clock at night. Attention has been

given to preventing the illegal employment of children on milk wagons in the early morning hours, and at beach resorts and places of amusement during the summer.

Prosecution in 160 counts for violation of these statutes was instituted, and in nearly every case a conviction was obtained.

INDUSTRIAL HEALTH.

Progress has been made in the removal of conditions unfavorable to the health of employees. In this connection 3,921 orders have been issued. Of this number, 2,267 required compliance with the rules and regulations regarding toilet and washing facilities.

During the year careful attention was given to establishments engaged in the manufacture of storage batteries. Mixing oxides of lead constitutes one of the leading hazards in this industry. Red lead and litharge are weighed and mixed dry and then worked up with a liquid, usually diluted sulphuric acid. From these ingredients a paste is formed which is pressed into interstices of the leaden grids. Many operations in this industry are attended with the formation of lead fumes or metallic dust, and workmen's hands and clothes become covered with these substances.

The oxides are usually found on the platform where mixers stand and on the benches where men work. When suitable devices are not in use for the removal of the dust which is formed in weighing the oxides and in filling and emptying the mixer, inhalation of lead particles usually takes place. The means for local exhaust ventilation must be accurately constructed to secure satisfactory results. Inspectors have not only required strict compliance with the statutes safeguarding the health of employees, but have advised the employees with regard to personal hygiene. Instruction has been given with respect to clothing worn during the day and the use of dry bristle brushes for washing the hands and cleaning the finger nails.

In some establishments, medical examination of employees is frequent. Notwithstanding the care taken in this respect by one concern, a case of lead poisoning has occurred annually in the last four years. In another establishment, a frequent labor turnover is held to be the best remedy against the development of lead poisoning.

During the year, there were 1,022 orders issued in connection with first aid treatment to persons injured or taken ill on the premises of industrial establishments.

Lead Poisoning.

In the past year, 71 cases of lead poisoning were reported to the department of labor and industries, 23 occurring in the painting trade. Other trades where lead poisoning was found include newspaper printing, automobile painting, rubber manufacture, making of storage batteries, steam fitting, ship-building, copper and brass working, and the manufacture of insecticides. In every case where plant conditions seemed to be conducive in promoting the disease, a careful examination was made.

Anthrax.

Only two cases of anthrax occurred in the industries of Massachusetts during the past year. Great precaution has been taken in the plants where this disease usually appears. Inspectors pay careful attention to sanitary conditions in these establishments. Six cases were reported to the department in 1921. This is a marked decrease since 1917, when fifty-two cases were reported.

Gas and Fume Poisoning.

Eighteen cases of gas and fume poisoning were investigated. These occurred in paper mills and machine shops, and in oil refining and cable splicing plants. In each case special attention was given to the efficiency of the exhaust systems.

Other Occupational Diseases.

Other industrial diseases investigated by the inspectors include cases of aniline, arsenic, brass and chrome poisoning. Nineteen cases of dermatitis were investigated, requiring inspection of conditions in bakeshops, shoe factories, tanneries, rubber factories and candy manufacturing establishments. In all cases of occupational diseases, attention has been given to the conditions of employment. Co-operation has usually been given by employers when it was necessary to improve upon existing methods for ventilation and sanitation, including proper dust removal systems.

EMPLOYMENT ON PUBLIC WORK.

Twenty-seven complaints were made to the department during the past twelve months, alleging violation of the eight hour law on public works. These complaints were against contractors engaged in the building of roads or the repair or construction of highways in cities and towns. In nearly every instance the reason assigned for working overtime was the existence of an extraordinary emergency.

The closing of main streets for repair work quickly establishes a condition of this kind. This reason is frequently given for overtime work. Co-operation has been received from many contractors engaged in this work and the department advised when an extraordinary emergency occurred on the public highway. When existing danger threatened life, property, public health and public safety, overtime employment was promptly permitted by the department.

Two complaints relative to the customary and prevailing rate of wages in construction of public works were investigated and compliance with the law secured in each instance.

WEEKLY PAYMENT OF WAGES.

The number of complaints regarding non-payment of wages increases each year. When a workman has received from his employer the wages paid after complaint is brought, the fact becomes known to many others.

Court officials and labor organizations, policemen and welfare groups, continually advise persons in this difficulty to confer with the department. It is reasonable to expect that this activity will grow more extensive in coming years.

The branch offices are now visited by complainants where this service is rendered. Many persons involved in such transactions are usually without means and need assistance at once. When prosecution in court appears probable, the money due is usually paid.

There were 1,046 complaints relative to non-payment of wages received during the year, all but 170 of which were adjusted without prosecution. Through the efforts of the department \$17,846.16 in wages due was paid to workers.

HOMEWORK.

During the year ending November 30, 1922, 1,132 licenses were granted to persons for making, altering, repairing or finishing wearing apparel in an apartment or a tenement or dwelling house. Twenty-eight applications for licenses in this connection were denied because of unsanitary conditions. Complaints alleging that children in the family were permitted to do this work were investigated. In a few cases it was found that assistance of this kind was given the mother. Firms engaging in this business must co-operate with the department in preventing illegal employment.

COUNSEL'S OFFICE.

Employers of labor are usually made familiar with the requirements of the law through department orders. Exception to this rule is made in some cases when the violations involve accidents to employees. This office has continued its policy of resorting to the Courts under these circumstances and it has proved successful.

During the year there were 15 cases of prosecution for employment of minors in

prohibited trades and on dangerous machinery. In nearly every instance the child sustained an injury while employed on hazardous machinery.

Although the number of cases taken to Court falls below the figures of last year, it will be noted that a larger percentage was made up of complaints for non-payment of wages. In nearly all the cases which were disposed of on pleas of "nolo" or dismissed, this disposition was made after payment of the wages due. This was in the interest of employees. Otherwise civil action would have been necessary.

A summary of these prosecutions is given below:

Prosecutions	278
Verdicts:	
Guilty	280
Filed	2
Nol pros	3
Nolo	80
Dismissed	50
Not guilty	10
Character of offence:	
Minors:	
Employed under 14 years of age	18
Employed without certificates	41
Employed in prohibited trades and on dangerous machinery	15
Illegal public exhibition of children	—
Health and sanitation (impure drinking water, no lockers, inadequate toilets, etc., no seats for women, inadequate or no blower system)	8
Time notices:	
Not posted	22
Improperly posted	—
At time other than stated	14
Overtime:	
Women and minors	50
Public works	—
Non-payment of wages	170
Illegal advertising	—
Unguarded machinery	5
Building operations	9
Labor, general (fines, holiday employment, weavers' specifications)	1
Total	278

APPROPRIATION.

The legislature of 1922 authorized an appropriation of \$129,100. The estimate for the ensuing year is \$133,255. In this budget provision is made for general expenses of the department, including travelling and other expenses of the commissioners.

FINANCIAL STATEMENT.

	1922 Appropriations.	Expenditures.	Unexpended Balance.	1923 Estimated Expenditures.
Personal services	\$100,700 00	\$98,443 00	\$2,257 00	\$104,255 00
Expenses	13,000 00	12,849 96	150 04	13,500 00
Travel	15,400 00	14,515 50	884 50	15,500 00
Totals	\$129,100 00	\$125,808 46	\$3,291 54	\$133,255 00

BOARD OF CONCILIATION AND ARBITRATION.

EDWARD FISHER, *Chairman*, HERBERT P. WASGATT, SAMUEL ROSS.

At the beginning of the year there were 409 joint applications for arbitration pending. (The explanation for so many applications pending is given under the heading "Arbitration".) During the year 183 joint applications were filed, making a total of 592. Five normality petitions were also filed and five certificates were granted. Of the arbitration cases, 10 were settled by the parties involved, 537 decisions were rendered, and four cases were either abandoned or withdrawn; 41 are pending.

CONCILIATION.

The established policy of the Board to secure, in so far as possible, information relative to threatened labor controversies and to endeavor to prevent the same, has been amply justified during the year, as in many cases adjustments have been secured where otherwise labor controversies would undoubtedly have resulted. In addition, the Board in many instances has been in communication with the parties, ready to advise and assist if they were unable to adjust their differences.

During the year the Board has investigated and acted as conciliator in 48 cases, a great majority of which have been adjusted. In all, about 500 employers and approximately 30,000 employees were involved.

Of the many labor controversies, both actual and threatened, which have engaged the attention of the Board during the year, the one which assumed the greatest magnitude was the strike in the textile industry, a brief statement of which follows:

Textile Industry. — During the months of February and March strikes in this industry occurred in Attleboro, Fitchburg, Lawrence, Lowell, Methuen, and Ware. Later other strikes followed in some of these places and elsewhere within the commonwealth. In almost all instances the mills where the strikes occurred continued in operation with a reduced number of employees, but in a majority of cases closed after operating a few days or weeks. In all, about 18,000 employees were directly involved in the strikes. The cause of this labor controversy was a reduction in wages — in a majority of cases of 20 per cent. The issue was one of wages only, no question of hours being involved; as the mills in this Commonwealth had been for some time operated upon a 48-hour week basis.

It is generally considered that the wages of the employees in this industry were low previous to the war, but during the war and for a period thereafter increases were granted at various times and in various amounts, which, added together, amounted to about 105 per cent in a majority of cases. These increases, however, being what is commonly called pyramided, — that is, granted one upon another — the actual increase was about 178 per cent over and above the pre-war wages. During this period, however, there was a reduction in hours from 54 to 48 per week. During the latter part of 1920 and the early part of 1921 a general reduction in wages of about 22½ per cent was made in this industry.

The controversy centered to a great extent in Lawrence, where a majority of the striking operatives were employed. The Board interviewed representatives of the employers and employees and used its utmost efforts to secure an adjustment. The employers, however, took the position that in order to continue manufacturing

it was necessary to make this reduction and declined to consider any modification whatsoever or to submit the differences to arbitration. Assurance was given by one company at the time of announcing the reduction in wages that regardless of the depression in business its mill would continue full-time operation with its full force of employees if they would continue to work. A strike, however, followed. Assurances by some of the other companies announcing a reduction in wages were to the effect that they would restore wages if restoration were made later in places where strikes were in progress. Such assurances met with a favorable response on the part of the employees in some instances, and in others strikes followed. In one instance the mill closed.

At the time of this controversy, although a few crafts were well organized, a great majority of the employees were not members of trade-unions. Although the Board in its investigation ascertained that in most instances the representatives of organized employees were ready to discuss terms of adjustment, they were all opposed to continuing at work under the proposed reduction. The representatives of one organization of employees publicly offered to submit the differences to arbitration. The representatives of another declined so to do. The Board understood that the representatives of the other organizations were prepared to submit their differences to arbitration if the employers would agree to do so.

Under date of June 23, one of the mills in Lawrence, which employed more than half of the operatives on strike in that city, announced that it would resume operations and that on October 2 the question of wages would be submitted to a committee named, composed of three members, with full power to restore such portion of the wage decrease as might be found warranted and with the right to make its determinations retroactive. This proposition did not prove acceptable to the employees and later other propositions were offered, modifying to some extent the previous ones. These also did not prove acceptable. Under date of August 22 a further announcement was made by this mill that work would be resumed under the wage scale in effect previous to March 27, the date of the strike, with a reservation that the wages in one department might be re-opened after December 1. This offer proved acceptable to the employees, and work was resumed early in September.

As was anticipated, the adjustment in this mill resulted in a settlement in the other mills in Lawrence, through a restoration of wages in effect previous to the strike. A like restoration of wages in all other places where reductions had been made soon followed, regardless of whether there had or had not been a strike. In many of the other manufacturing centers, notably Fall River and New Bedford, no reduction in wages was made, the mills continuing in operation with reduced forces and hours. In other centers reductions of 10 per cent and even 20 per cent were made without a strike resulting.

ARBITRATION.

The Board during the year has rendered decisions upon 537 joint applications for arbitration, the greatest number in any one year ever presented to the Board for determination. These, as in former years, have been chiefly in the boot and shoe industry. The reason that so many applications were pending at the beginning of the year is the fact that with one exception, it was recognized that they were more or less related, involving substantially the same issues; and it was deemed advisable to hold hearings thereon, in so far as practicable, at about the same time. In fact, by mutual agreement of the interested parties, the hearings were all held at one time, occupying only a single day.

Following is a list of industries in which joint applications for arbitration have been filed, with the issues arbitrated thereunder, also a list of industries investigated by the Board as a conciliator, with the matters in controversy.

The Board again takes this opportunity to extend to the parties with whom it has had dealings, either personally or through its agent, its most sincere appreciation of their assistance and co-operation. It trusts and believes that a continuance of these relations will inure to the benefit of the Commonwealth.

LIST OF INDUSTRIES AFFECTED AND PRINCIPAL DIFFERENCES IN CONCILIATION AND ARBITRATION CASES.

CONCILIATION.

Industries Affected.

Baking	Paper
Barber	Poultry
Bleachery	Retail Stores
Building	Restaurant
Coal	Sheet metal
Clothing	Shoes
Engraving	Shovels
Fishing	Tanning
Foundry	Textile
Granite	Transportation
Heel making	Wool-scouring
Milk	

Principal Differences.

Discharge	Wages
Conditions	Non-union employees

ARBITRATION.

Industries Affected

Issues Arbitrated.

Boxmaking	Wages
Clothing	Wages
Coal	Wages and conditions
Shoes	Wages
Transportation	Wages and conditions

FINANCIAL STATEMENT.

	1922 Appropriations.	Expenditures.	Unexpended Balance.	1923 Estimated Expenditures.
Personal services	\$16,000 00	\$15,655 00	\$345 00	\$16,000 00
Expenses	6,000 00	5,049 65	950 35	6,000 00
Totals	\$22,000 00	\$20,704 65	\$1,295 35	\$22,000 00

DIVISION OF MINIMUM WAGE.

EDWARD FISHER, *Chairman*, HERBERT P. WASGATT, SAMUEL ROSS.
ETHEL M. JOHNSON, *Acting Director*.

SUMMARY OF WORK FOR 1922.

Minimum wage work during the year is represented by the reconvening of wage boards for the purpose of revising existing rates, and by inspection to determine compliance with wage decrees.

The difficulty in enforcing the minimum wage law in its present form has been emphasized by the inspection under the decrees entered this year. The issue was presented to the Legislature through recommendation of the Department of Labor and Industries for mandatory power of enforcement. The question was referred by the General Court to a Recess Commission on Unemployment and Minimum Wage charged with investigating the operation of the minimum wage law, its effect on industry and on employees, and whether the present law should be repealed, made mandatory or otherwise amended. Pending the report of this Commission, the Department has refrained from making further recommendations on the subject.

An outline of the activities conducted during the year with detailed account of the more important lines of work follows.

OUTLINE OF ACTIVITIES.

The work of the Commission is represented by investigating wages of women employees, establishing wage boards, conducting public hearings on the determinations of these boards, entering minimum wage decrees, inspecting to determine compliance with the decrees, and publishing the report of the findings.

Publications. — The following publications have been issued: —

Report on the Minimum Wage Commission for the year ending November 30, 1921.
Statement and Decrees of the determinations entered during the year by six wage boards.

Wage Boards. — During the year the following wage boards have been in session: —

Men's Furnishings Wage Board (reconvened in 1920; in session 1920-1922; work completed during the present year.)

Retail Store Wage Board (reconvened in 1921; work completed during the present year.)

Brush Wage Board (reconvened and work completed during the present year.)

Brush Wage Board (new) (established during present year; in session.)

Laundry Wage Board (reconvened and work completed during the present year.)

Muslin Underwear Wage Board (reconvened in 1921; work completed during the present year.)

Women's Clothing Wage Board (reconvened in 1921; work completed during the present year.)
 Men's Clothing and Raincoat Wage Board (reconvened in 1921; work completed during the present year.)
 Paper Box Wage Board (3rd) (established in 1921; work completed during the present year.)

The determinations of the Men's Clothing and Raincoat wage board and of the reconvened Brush Board were not accepted by the Commission. A third board was formed for the brush occupation. This board is in session at the close of the period covered by this report.

Hearings. — Public hearings on the determinations of the wage boards have been held, as provided by law, as follows: for the laundry, retail store, brush, paper box, men's clothing and raincoat, men's furnishings, muslin underwear, and women's clothing occupations.

Decrees entered. — Decrees have been entered by the Commission fixing minimum rates of wages for women and girls in the following occupations: —

Paper box establishments.
 Women's clothing establishments.
 Muslin underwear factories.
 Retail stores.
 Laundries.
 Men's furnishings factories.

Inspections. — Inspections to determine compliance with the Commission's recommendations have been made under the decrees listed below. They include the six entered in 1922, and six of those entered in previous years.

Occupations Covered.

Candy	Muslin Underwear
Corset	Office and Other Building Cleaners
Knit Goods	Paper Box
Laundry	Retail Stores
Men's Furnishings	Wholesale Millinery
Minor Confectionery	Women's Clothing

Enforcement of Decrees. — Compliance with the decrees has been secured in the candy, knit goods and wholesale millinery occupations. The inspections under the decrees for the laundry, men's furnishings, muslin underwear, paper box, retail store and women's clothing occupations are not completed. A number of cases are pending under these decrees.

Investigations. — The only wage investigation during the year is an inquiry made on complaint regarding conditions in embroidery establishments. In view of the small number of women involved, and the general level of the wages, it did not seem to the Commission advisable to establish a separate wage board for this occupation.

RESULT OF WAGE BOARD WORK.

Nine wage boards have been in session during the year, including those for men's furnishings and retail stores which were sitting the previous year. In addition to these two, wage boards have been convened for the brush, women's clothing, men's clothing and raincoat, paper box, muslin underwear and laundry occupations. An account of the work of the individual boards follows.

Men's Furnishings Wage Board.

The men's furnishings wage board was in session from April 14, 1920, to December 15, 1921. A majority report was submitted, together with two minority reports, one signed by the representatives of the employers, the other by a representative of the employees. After reviewing the report, which provided a minimum of \$13.75 for experienced workers and special rates ranging from \$8.00 to \$12.00 for learners and apprentices according to age and experience, the Commission provisionally approved the determinations of the board. After a public hearing held on March 18, 1922, at which four employers and one employee appeared in opposition to the board's determinations, the Commission approved finally the determinations and entered a decree effective June 1, 1922, to supersede the decree entered October 26, 1917.

Retail Store Wage Board.

The retail store wage board was reconvened and began its work the previous year. The board held eight meetings, and on February 6, 1922, submitted a report signed by nine of the fifteen members, including all of the representatives of the public, five of the representatives of the employers, and one of the representatives of the employees. The Commission provisionally approved these determinations, which provided a minimum of \$14.00 for experienced employees and special rates of \$10.00 and \$12.00 for learners and apprentices.

At a public hearing held on April 7, 1922, one representative of employers appeared in opposition to the board's report. The Commission after considering the matter thereafter approved finally the determinations of the board, and entered a decree effective June 1, 1922, to supersede the determinations entered September 15, 1915.

Brush Wage Boards.

The Brush wage board was one of the five boards reconvened by the Commission to revise existing rates. Its sessions started on December 13, 1921. After six meetings, the board, on January 31, 1922, submitted a report signed by twelve of the fifteen members of the board, including three representatives of the public, five representatives of the employers, and four representatives of the employees. The determinations of the board provided a minimum of \$14.40 for experienced employees for a week of forty-eight hours; for learners and apprentices not less than \$9.60 a week during the first six months, and not less than \$12.00 during the next six months. A public hearing was held on March 18, 1922. The Commission after reviewing the report referred it back to the board.

At a meeting held May 23, 1922, the board voted to return its original findings to the Commission. This report was disapproved by the Commission. It was later voted to establish a new board for the occupation. This board held its first meeting on November 14, 1922, and is still in session.

Women's Clothing Wage Board.

The women's clothing wage board was reconvened to revise the rates fixed by the decree entered May 6, 1920. This is the third time the wage board for this occupation has been in session. The board held eight meetings, and on February 3, 1922, submitted a unanimous report of its findings. The determinations provided a minimum of \$14.00 for experienced employees, and \$9.00 and \$11.00 for learners and apprentices. After provisionally approving this report and holding a public hearing thereon at which no one appeared in opposition, the Commission approved finally the determinations of the board, and entered a decree effective May 15, 1922.

Men's Clothing and Raincoat Wage Board.

The wage board for the men's clothing and raincoat occupation was reconvened and held its first meeting on December 29, 1921. As in the case of the women's clothing wage board, this represents the second time the board for this occupation has been reconvened. After seven meetings, the board, on February 9, 1922, submitted a report signed by fourteen of the fifteen members. A public hearing was held on March 11, 1922. The Commission did not approve the determinations but referred the report back to the board. At a meeting of the board held on May 19, 1922, it was voted to return the original determinations to the Commission. The report was then disapproved by the Commission.

Paper Box Wage Board.

Acting upon petition from employers in the paper box industry for revision of the existing minimum rates, the Commission formed a new wage board for this occupation. The board met on February 1, 1922, and after six meetings, on March 13, 1922, submitted to the Commission a unanimous report of its findings. The determinations as submitted provided for a minimum rate of \$13.50 a week for experienced employees, and special rates of \$8.50, \$10.00 and \$12.00 a week for learners and apprentices according to age and experience. The term of experience was advanced from nine months to one year and a minimum age of eighteen years was established for an employee of ordinary ability. After reviewing this report, the Commission provisionally approved the determinations of the board. At a public hearing held on April 27, 1922, four employers appeared in opposition to the findings. The Commission thereafter finally approved the determinations of the board and entered a decree effective May 15, 1922, to supersede that entered May 26, 1920.

Muslin Underwear Wage Board.

The wage board for the muslin underwear occupation was reconvened to revise the minimum rates fixed by the decree entered July 1, 1918. The board held its first meeting on February 17, 1922, and, after five meetings, on March 17, 1922, submitted to the Commission a practically unanimous report of its findings. The determinations contained in the report provided a minimum of \$13.75 a week for experienced employees and special rates ranging from \$7.50 to \$12.00 a week according to age and experience. After provisionally approving these determinations, the Commission held a public hearing on April 7, 1922, at which five employers appeared in opposition to the determinations of the board. After reviewing the matter, the Commission finally approved the determinations of the board, with the exception of the provisions for two wage classes to which objection had been made. The decree was entered to take effect June 1, 1922, superseding the one entered July 1, 1918.

Laundry Wage Board.

The Commission reconvened the wage board established for laundry workers to revise the minimum rates for the occupation fixed by the decree entered July 1, 1915. The board began its meetings on March 22, 1922, and after four meetings submitted to the Commission on April 20, 1922, a report of its determinations. This report was signed by eight of the thirteen members of the board, including the chairman, all of the representatives of the employees, and one of the representatives of the employers. The board recommended that the minimum for experienced employees should be not less than \$13.50 a week. It was felt by the board that the term of experience, one year, required under the former decree was too long, and that five months was adequate for a woman of ordinary ability to gain experience in the occupation. Accordingly this was fixed as the term for the learning period. A graded scale of increases was recommended for learners and apprentices. After provisionally approving the report of the board, the Commission held a public

hearing on May 19, 1922, at which three employers appeared in opposition to the determinations. The Commission, after considering the matter, thereafter finally approved certain of the determinations of the board, and ordered that a decree be entered effective July 1, 1922, providing for a minimum of \$13.50 for experienced employees, and special rates of \$11.00 and \$12.50 for learners and apprentices. This decree supersedes the one entered July 1, 1915.

ENFORCEMENT OF WAGE DECREES.

Inspections have been made this year under twelve decrees. Six of these inspections have been completed, the remainder are still in process.

A summary of the inspection work for the year, showing the adjustments made and the cases outstanding under the several decrees, is given in the table which follows.

In connection with the large number of cases outstanding at the close of the year as shown in this summary, it should be noted that the greater part come under decrees where the inspection has not been completed. Through the usual routine of reinspections, correspondence and conference, many of these will doubtless be adjusted.

Tabular Summary of Inspections for 1922.

DISPOSITION OF CASES.		Candy.	Corsets.	Laundries.	Men's Furnishings.	Minor Lines of Confectionery.	Muslin Underwear.	Office Cleaners.	Paper Box.	Women's Clothing.	Knit Goods.	Wholesale Millinery.	Retail Stores.	Total.
Number of records secured	.	3,785	1,207	2,929	3,026	288	2,060	1,356	2,312	2,703	526	1,578	20,546	42,316
Number of firms visited	.	84	15	170	71	17	96	249	403	296	9	59	1,333	2,423
Number with full compliance	.	75	9	101	36	13	58	234	46	197	4	59	1,333	2,423
Number of cases of compliance	.	3,760	1,173	2,053	2,712	260	1,839	1,211	2,124	2,579	516	1,578	16,826	36,641
Number of cases of non-compliance	.	25	34	876	314	28	221	145	188	124	10	—	3,770	5,975
Adjusted ¹	.	25	5	86	171	25	280	42	67	36	10	—	3,770	5,975
Wages raised	.	25	1	78	71	7	56	16	58	30	10	—	623	1,280
Earning minimum at reinspection ²	.	—	—	—	18	6	3	—	—	—	—	—	—	990
Covered by piece-rate ruling	.	—	2	—	32	—	5	—	1	—	—	—	—	27
Special license	.	—	—	—	—	—	7	—	—	—	—	—	—	40
Special license type	.	—	1	3	34	—	5	—	1	—	—	—	—	11
Left	.	—	—	—	16	9	3	—	—	6	—	—	27	45
Discharged	.	—	—	—	4	3	1	—	1	—	—	—	5	71
Hours reduced	.	—	1	—	—	—	—	16	—	—	—	—	9	10
Pending	.	—	—	—	—	—	—	—	—	—	—	—	—	26
Cases	.	—	29	790 ³	143 ³	3	141 ³	113	121 ³	88 ³	—	—	3,037 ³	4,465 ⁴
Firms	.	—	1	51	12	1	29	1	26	16	—	—	236	373

¹ Does not include cases adjusted before agent's visit.

² In a majority of cases workers were changed from time to piece rates, or transferred from one operation to another, enabling them to earn more.

³ Inspection not completed.

⁴ Adjustment promised in several hundred cases.

APPROPRIATION.

The appropriation authorized for 1922 was \$19,250. Of this amount, \$17,791.51 has been expended, leaving a balance of \$1,458.49 unexpended. The estimate for 1923 is \$18,750. This is intended to provide for compensation and expenses for eight wage boards, and for the travel and other expenses included in the inspection program. Detailed analysis of the expenditures from the appropriation for 1922, and of the estimates for 1923, is given in the financial statement which follows:—

FINANCIAL STATEMENT.

	1922 Appropriations.	Expenditures.	Unexpended Balance.	1923 Estimated Expenditures.
Division of Minimum Wage:—				
Personal Services	\$12,000 00	\$11,171 35	\$828 65	\$12,000 00
Expenses	3,500 00	3,081 43	418 57	3,500 00
Totals	\$15,500 00	\$14,252 78	\$1,247 22	\$15,500 00
Wage Boards:				
Personal Services and expenses	3,750 00	3,538 73	211 27	3,250 00
Grand Total	\$19,250 00	\$17,791 51	\$1,458 49	\$18,750 00

MEMBERSHIP OF WAGE BOARDS IN SESSION IN 1922.

The Commission takes this opportunity to acknowledge the generous assistance of the men and women who have freely given their time to public service on wage boards, and to whose efforts is due the success of wage board work.

Following is a list of members of the wage boards that were in session during the year:—

BRUSH WAGE BOARD (RECONVENED).

Representing the Public.

Richard S. McCabe, Esquire, *Chairman.*
Mary P. Follett.
Herbert Crowley.

Representing the Employers.

Joseph Adams.
Frederick C. Ely.
Abraham Furst.
Fred M. Sawin.
E. E. Smith.
Christian F. W. Ramus.

Representing the Employees.

Anne Cronan.
Lena C. Granger.
Austin P. Kaveny.
Julia S. O'Connor.
Ruth B. Smith.
Katherine J. Sullivan.

BRUSH WAGE BOARD (SECOND; IN SESSION).

Representing the Public.

James M. Matthews, *Chairman.*

Representing the Employers.

Pierrie A. Cleaves.
Frederick C. Ely.
Christian F. W. Ramus.

Representing the Employees.

Anne Cronan.
Ruth B. Smith.
Thomas J. Washer.

LAUNDRY WAGE BOARD (RECONVENED).

*Representing the Public.*Hon. Edward L. Logan, *Chairman.**Representing the Employers.*

William P. Creamer.
 Arthur T. Downer.
 John N. Kelley.
 J. Louis Taylor, Jr.
 Duane White.
 Walter M. Whitehill.

Representing the Employees.

George McPhee.
 Mary Moran (Mrs.).
 Mary Murray (Mrs.).
 Michael J. O'Leary.
 Bessie Tilley (Mrs.).
 Daniel Wilson.

MEN'S CLOTHING AND RAINCOAT WAGE BOARD (SECOND; RECONVENED).

Representing the Public.

Charles C. Ramsay, *Chairman.*
 Maurice B. Hexter.
 Frances Van Baalen.

Representing the Employers.

Benjamin Asher.
 Thomas J. Cooney.
 Mark E. Gallagher.
 Charles B. Salyer.
 John J. Sullivan.
 William J. Underwood.

Representing the Employees.

Nathan Biller.
 Jack Blume.
 Sarah F. Landsberg.
 Leon Lebovitz.
 Fred Monosson.
 Maxwell J. Pearl.

MEN'S FURNISHINGS WAGE BOARD (RECONVENED).

Representing the Public.

Lawrence G. Brooks, Esquire, *Chairman.*
 B. Preston Clark.
 Alice H. Grady.

Representing the Employers.

Moses Brody.
 Herbert G. Evans.
 Andrew G. Hildreth.
 Phineas A. Hodgdon.
 Robert Pritchard.
 Frank J. Whitney.
 Alfred M. Ziegler.

Representing the Employees.

Margaret C. Hartnett.
 Clara Luftman.
 Anna Stearns Ober (Mrs.).
 Ida Plotkin.
 Nettie Simons.
 Christine Tucker.
 Anna Weinstock.

PAPER BOX WAGE BOARD (SECOND).

Representing the Public.

Nathan Heard, Esquire, *Chairman.*
 Leonora Little (Mrs.).
 Arthur M. Beale, Esquire.

Representing the Employers.

Joseph R. Barkan.
 Harold A. Dailey.
 John A. Garvey.
 Andrew W. Holland.
 Everett A. Warren.
 Edmund Wentworth.

Representing the Employees.

Lottie C. Baldwin.
 Alice Bolger (Mrs.).
 Emma L. Cook (Mrs.).
 Sophia Curtis (Mrs.).
 Mary Galvin.
 Edith Thomas.

MUSLIN UNDERWEAR WAGE BOARD (RECONVENED).

Representing the Public.

Charles E. Persons, *Chairman*.
 Cornelia J. Cannon (Mrs.).
 Nathaniel W. Gifford.

Representing the Employers.

Saul Andrews.
 Amelia Klein (Mrs.).
 Assad Mudarri.
 Sidney N. Morse.
 F. A. Preston.
 William O. Simmons.

Representing the Employees.

Elizabeth Bouzane.
 Dorothy Chernoff.
 Agnes Gear (Mrs.).
 Margaret L. Green (Mrs.).
 Kathryn J. Punch.
 Sarah G. Sokol (Mrs.).

RETAIL STORE WAGE BOARD (RECONVENED).

Representing the Public.

Professor Carroll W. Doten, *Chairman*.
 Bertha M. Wood.
 Dr. William N. Tenney.

Representing the Employers.

Edward A. Bardol.
 Harry Chabby.
 Walter A. Hawkins.
 George B. Johnson.
 Abbott B. Rice.
 Felix Vorenberg.

Representing the Employees.

Grace M. Brown (Mrs.).
 Margaret Fitzgerald.
 Angela Maguire (Mrs.).
 Nicholas J. Nally.
 Julia S. O'Connor.
 Joseph O'Keefe.

WOMEN'S CLOTHING WAGE BOARD (SECOND; RECONVENED).

Representing the Public.

George E. MacIlwain, *Chairman*.
 Esther M. Andrews (Mrs.).
 Harold B. Hayden.

Representing the Employers.

Roy L. Bosworth.
 Catherine M. Clancy (Mrs.).
 Herman Feffer.
 Harris Gordon.
 M. Paul Gordon.
 Max Lewis.

Representing the Employees.

Emma Cashner.
 Rose D. Emerson (Mrs.).
 Tillie Glaser.
 Annie Thomas Goldberg (Mrs.).
 Daniel Goldman.
 William H. Haskins.

DIVISION OF STANDARDS.

FRANCIS MEREDITH, *Director of Standards.*

SUMMARY.

In the last report attention was called to the fact that the lack of sufficient help might have caused serious impairment of efficiency were it not for the clerical and inspectional force whose individual efforts, regardless of hours of service, made progress possible. During the past year one addition has been made to the clerical force and the financial statement included in this report will show that the increase in net revenue of the office more than offset this added expense.

Each of the 355 cities and towns has in the past been furnished by the Commonwealth with standard weights, measures, and balances, which the statutes require to be periodically tested, adjusted and sealed or certified under the direction of the Director of Standards so as to maintain uniform standards throughout the State. Owing to the lack of sufficient working force and proper laboratory space this work has been performed at a disadvantage and the calibration of many local standards is long overdue. The number of clinical thermometers submitted for test has also increased materially and several thousands of these instruments are now awaiting test in our laboratory. For these and other reasons it is imperative that an additional inspector with special qualifications for laboratory work be appointed, and that additional laboratory space adjoining our present quarters be provided without delay.

This Division may be likened to a clearing house through which the knowledge acquired by investigation and experience is made available to the manufacturer who desires assistance in standardizing his products, to the purchaser who doubts that he has received the quantity paid for, or to any one seeking information relative to the volume, weight, quality, or strength of various materials. These functions are performed freely in connection with the multifarious duties imposed by statute to which extended reference has been made in previous reports. It is a source of regret that, excepting by those coming from time to time in direct contact with this branch of the public service, its activities are too little known or appreciated, despite the fact that they constitute a source of revenue instead of expense to the Commonwealth.

LEGISLATION ENACTED IN 1922.

Following the enactment of chapter 248, Acts of 1921, establishing the "Standard Box for Farm Produce," a commission, consisting of the Commissioner of Labor and Industries, the Director of Standards, the Commissioner of Agriculture and the Director of the Division of Markets, was appointed to investigate the expediency of revising the established legal weights per bushel of fruits, vegetables and other commodities, and to recommend legislation that would tend to establish a more satisfactory basis for retail sales. The results of this investigation are succinctly stated in the following paragraph taken from the Commission's report:—

"The fallacy of attempting to remedy the conditions outlined in the preceding pages by any changes in the established bushel weights is apparent, as any weight adopted must necessarily be arbitrary and cannot reasonably be expected to represent the actual weight of a bushel of any commodity at the time of sale. Experience teaches that a standard unit of measure must be definite and constant, having a fixed and uniform value at all times and under all conditions and circumstances. The avoirdupois pound meets with all these requirements, and there appears to be a substantial unanimity of opinion on the part of all concerned in favor of requiring all retail sales of fruits, vegetables and grains to be made on the basis of avoirdupois weight, exception being made in regard to size, in which case the sale may be made upon the basis of numerical count, and provided, also, that retail sales may be made in any original unbroken standard container in which the goods were received by the retailer. In order to accomplish the desired change, several amendments to existing statutes are necessary. These have been included in the following bill, the speedy enactment of which is unanimously recommended.

With some slight changes the bill accompanying the report was enacted as chapter 355, Acts of 1922, which became effective on July 31. The new law harmonizes completely with the Federal Law which has been in operation in the District of Columbia during the past two years, and copies have already been requested to serve as models for similar legislation now pending in other states.

Another bill enacted by the General Court at the last session was chapter 186, Acts of 1922, amending the law relative to the weight of bread.

The amended law provides that the weights shall be determined by the average weight of not less than six loaves within twelve hours after baking, instead of requiring the weight of twelve loaves to be averaged as provided in the former law. It also provides that bread found upon any premises occupied for the manufacture of bread, or any bread found in any vehicles or receptacles owned or controlled by the manufacturer, shall be deemed to have been baked within twelve hours, unless designated or segregated as stale bread under regulations prescribed by the Director of Standards. It also requires the manufacturer of bread and his servants or agents to give information to the Director, or inspectors of standards, or sealers of weights and measures, as to the weight of any bread inspected at the bakery, and if not of standard weight, to furnish samples of the labels or wrappers to be used on such loaves, under penalty of \$100 fine. It further gives the inspecting officer authority to seize without warrant any bread which he deems necessary for use as evidence of violation of law. As the principal objection to the former statute was the difficulty of enforcement, the amended law is expected to remedy this condition and should be rigidly enforced.

These were the only enactments of particular interest to this Division, no recommendations for new legislation having been made in my last annual report.

RULES AND REGULATIONS.

Amended rules and regulations to be observed in the manufacture and sale of bread have been prepared and promulgated under authority of chapter 94, General Laws, as amended by chapter 186, Acts of 1922. Rules, regulations, specifications and tolerances relative to the manufacture and sale of clinical thermometers have also been prescribed and promulgated under statutory authority. As penalties for violations of these rules and regulations are provided by statute, attested copies of the same have been filed with the State Secretary as required by section 37, chapter 30, General Laws.

LEGISLATION RECOMMENDED.

During the past three years I have consistently refrained from recommending new legislation upon the ground that only a general public demand or urgent necessity would justify such recommendations so soon after the general revision of the statutes and their re-enactment in the form of the present "General Laws." Present conditions, however, appear to require further legislative action providing

for the payment of examination fees by applicants for certificates of fitness for appointment as measurers of leather, thus relieving the Commonwealth of a considerable and unwarranted expense involved in such examination. Sales of variable quantities of coal in paper bags, at prices which result in a cost of nearly \$30 per ton, present a condition which may be remedied in part by legislation establishing a uniform quantity to be sold in such packages.

EXAMINATION FEES FOR MEASURERS OF LEATHER.

The measurement of upper leather and problems involving the mechanism and operation of leather-measuring devices are subjects which are continually brought to the attention of this Division. Manufacturers of shoes and of leather, as well as all shoe-cutters, are interested, the latter perhaps most vitally, as their tenure of service is often dependent upon their ability to produce a certain number of shoe uppers from a given quantity of leather.

Under statutory authority the Director of Standards has prescribed the speed of operation of power-driven leather-measuring devices and promulgated regulations designed to minimize or eliminate mechanical errors. Existing law does not, however, sufficiently protect against the possibility of human error as a measurer once certified and appointed may undertake to operate types of leather-measuring devices with which he is totally unfamiliar.

While there are but approximately 225 leather-measuring devices operated in this state, more than 900 leather measurers have been certified and appointed during the ten years since the existing statute was enacted, making four qualified measurers to each measuring device in use. In spite of this great surplus of qualified measurers, and probably because, under existing law, application and examination involves no expense to the applicant, 52 persons have applied for certificates of fitness for appointment as measurers of leather during the past year. Examination of each of these applicants involved an expense of \$5 to \$10 to the Commonwealth, and as 25 failed to pass, it is apparent that the imposition of an adequate examination fee would tend to discourage the filing of applications by unqualified persons. Furthermore, it appears to be the settled policy of the Commonwealth to charge fees for examination or licenses in all cases where occupational licenses, permits, or certificates are required.

The enactment of the accompanying bill entitled "An Act Relative to the Examination of Applicants for Certificates of Fitness for Appointment as Measurers of Leather"¹ is therefore recommended.

SALE OF COAL IN PAPER BAGS OR SACKS.

Many persons, especially among the poorer classes, purchase coal by the bag, paying at the rate of nearly \$30 per ton in some instances at the present time. Under the existing law it is required that the weight of the coal therein be stated upon bags or baskets used in the sale of coal in quantities of less than 100 pounds.

Originally, paper bags used in the sale of coal uniformly contained 25 pounds. Subsequently, irresponsible dealers began to sell bag coal at cut prices, at the same time reducing the quantity so that the unit price per pound was actually greater than that received by their competitors for 25-pound bags sold at a higher price per bag. As a result of this cut-throat competition, cases have been reported where but 14 pounds of coal were sold in paper bags, other reports showing varying weights put up by dealers in different sections, a considerable number adhering to the trade standard of 25 pounds, that quantity being an aliquot part of the ton, and its cost and selling price being thus easily determinable upon the basis of the cost per ton.

The minimum dimensions, filling point and marking of paper bags used in the sale by measure of coke, charcoal and kindling wood are already regulated by statute and many former causes of complaint have thus been removed. Legislation

¹ Copies of bills embodying proposed legislation have been filed with the Secretary of the Commonwealth.

establishing a uniform quantity of coal to be sold in similar containers should tend to eliminate unfair competition, and, by providing a definite factor of quantity would enable purchasers to compare relative values upon the basis of quality and price. A bill¹ requiring that such bags shall contain, and shall be sold as containing, 25 pounds, is accordingly submitted and its enactment earnestly recommended.

DIVISIONAL PUBLICATIONS.

During the year a twelve page pamphlet,² containing legislation of 1922 relative to weights and measures, was published as a supplement to the compilation of weights and measures laws previously issued.

There was also published a bulletin³ of sixteen pages containing a synopsis of recent amendments to the General Laws and explaining the effect of these amendments upon existing statutes.

Other publications, in pamphlet form, included rules, regulations, specifications and tolerances relative to the manufacture and sale of clinical thermometers; also rules and regulations to be observed in the manufacture and sale of bread. These rules, regulations, etc., were prepared and promulgated under statutory authority as explained in a previous paragraph.

Cards containing the amended law requiring fruits, vegetables, etc., to be sold at retail by weight or count, and others containing brief reference tables of weights and measures, together with the amended bread law, in leaflet form, complete the list of divisional publications.

CLINICAL THERMOMETERS.

The enforcement of the statutory provisions governing the manufacture and sale of clinical thermometers has been greatly facilitated by the enactment of chapter 263, Acts of 1921. This act amended the former statute, giving the Director necessary powers for its enforcement and establishing fees for testing which should practically cover the expense of this branch of the work. Since the last report one manufacturer of clinical thermometers has been granted authority to affix the manufacturer's seal-mark upon his products, while the authority previously granted to another was revoked for the reason that the authorized seal-mark had been affixed to inferior instruments which did not conform to the approved samples of his production.

During recent months a considerable number of clinical thermometers have been imported, chiefly from Germany. The United States customs laws require that manufactured articles imported shall be plainly marked so as to show the country of origin, this marking to be indelible whenever practicable. This requirement has been evaded by collusion between the foreign shipper and the consignee in this country. Instead of engraving the words "Made in Germany," etc., this statement was printed upon the glass tube by means of a rubber stamp over which a thin coat of shellac was applied, giving the appearance of permanency to the marking. After passing the customs authorities the rubber stamp marking could be easily erased and another marking substituted, indicating that the instruments were of domestic manufacture.

Of 1,469 foreign thermometers submitted since the last report, only 775, or 52.75 per cent, passed a satisfactory test, the balance being condemned and seized under statutory authority, thus again emphasizing the importance of rigid supervision of these instruments.

At the last session of the Connecticut legislature a law was enacted regulating the sale of clinical thermometers in that state and our co-operation and advice have been sought by and freely given to the officials charged with its enforcement. In the

¹ Copies of bills embodying proposed legislation have been filed with the Secretary of the Commonwealth.

² Supplement to General Laws of Massachusetts, relating to Weights and Measures, etc., 1922.

³ Bulletin No. 19, 1922.

absence of similar legislation in other states, hospital authorities and others in various sections of the country specify in ordering clinical thermometers that the same must be sealed or certified under the provisions of the Massachusetts law, thus again showing the importance and beneficent effect of this enactment.

LABORATORY WORK.

Following is a brief synopsis of laboratory activities during the year:

Calibration of Standards.

ARTICLE.	Adjusted.	Sealed.	Condemned.
Weights	107	247	7
Graduates	—	60	31
Linear Measures	—	1	—
Totals	107	308	38

Clinical Thermometers.

SUBMITTED BY —	Number tested.	Number passed.	Number rejected.	Per Cent passed.
Manufacturers	3,698	2,827	871	76.44
Dealers:				
Domestic thermometers	1,157	839	318	72.51
Foreign thermometers	1,469	775	694	52.75
Totals	6,324	4,441	1,883	70.22

Résumé.

Clinical thermometers of domestic manufacture tested, 4,855; passed, 3,666; rejected, 1,189; per cent passed, 75.50.

Foreign thermometers tested, 1,469; passed, 775; rejected, 694; per cent passed, 52.75.

CANS, CARTONS AND OTHER CONTAINERS:

The following laboratory tests were made in connection with applications of various manufacturers for authority to affix the manufacturer's seal upon milk jars, milk and ice-cream cans, and graduated glass measures; for approval of shape and dimensions of paper or fiber cartons intended for use in the sale by measure of ice cream or other viscous or semi-solid commodities; and for various other purposes: —

ARTICLE.	Tested.	Accurate.	Inaccurate.
Milk jars	40	40	—
Milk cans	98	80	18
Ice cream cans	60	46	14
Graduates	17	11	6
Cartons, ice cream	167	120	47
Cartons, viscous, etc., commodities	206	163	38
Totals	588	465	123

Miscellaneous.

ARTICLE.	Tested.	Accurate.	Inaccurate.
Bottles	15	13	2
Incubator thermometers	1	1	—
Jugs	3	3	—
Measures, dry	2	2	—
Measures, linear	1	1	—
Measures, liquid	221	215	6
Scales	5	3	2
Tapes	5	5	—
Weights	24	18	6
Totals	277	261	16

In addition to the above, 41,252½ yards of sewing thread were remeasured; 2 packages (1,046) paper napkins counted; 1 roll of rick-rack braid and 6 miscellaneous packages were weighed to determine quantity of contents. The precise weight of 2 scale-pans and 9 scale-weights was also determined for the Massachusetts Institute of Technology, and a quantity of amalgam scrap was weighed to determine its weight in Troy ounces.

FIELD WORK OF INSPECTORS.

Following is a summary of inspection records covering, as a rule, only those inspections which showed conditions requiring correction. Conditions found in 33 instances appeared to warrant prosecution, and these cases were therefore brought to the attention of the courts:—

Number of Inspections.

Coal wagons (Weigher's certificates, etc.)	67
Factories, (Measuring machines, etc.)	37
Gasoline pumps	890
Ice wagons	18
Net weight marking	66
Package reweighings	40
Peddlers	416
Stores	2,191
Transient vendors	61
Total	3,786

Weighing and Measuring Devices.

Sealed	14,599
Unsealed	2,347
Total number inspected	16,946
Accurate	4,465
Inaccurate	789
Total number tested	5,254

¹ Figures given do not include inspections which were made of the standard weights, measures, and balances furnished by the Commonwealth to each city and town and now in the custody of the city and town treasurer.

Reweighings.

COMMODITY.	Number of reweighings.	Correct.	Under.	Over.
Packages	4,545	2,098	1,266	1,181
Coal (loads)	67	9	22	36
Coal (in bags)	154	31	48	75
Ice	16	4	10	4
Totals	4,784	2,142	1,346	1,296

State Institutions.

ARTICLE.	Adjusted.	Sealed.	Condemned.
Scales	63	704	78
Weights	109	2,812	22
Measures	—	19	—
Graduates	—	10	10
Pumps	—	9	1
Totals	172	3,554	111

Miscellaneous.

Complaints investigated	78
Prosecutions	33
Leather measurers examined	52

OFFICE WORK.

Since the last report hearings have been given by the Director of Standards to 79 persons, firms, or corporations, under statutory provisions. Of these cases 39 involved violations of the law requiring a statement of weight, etc., upon loaves of bread of other than standard weight. The remaining 40 hearings resulted from complaints of violations of the statute relative to marking the quantity of contents upon packages containing food.

Fees received for various forms of licenses, for testing clinical thermometers, for surveys of lumber and from other sources totaled \$81,752.19. Cash and surety bonds to the amount of \$86,500 were deposited by 173 holders of transient vendors' licenses to be subject to legal proceedings in behalf of creditors having claims arising in connection with the business conducted under these licenses. A detailed financial statement covering these items is included elsewhere in this report.

LICENSES.

Hawkers' and pedlers' licenses issued during the year numbered 2,805, an increase of 111 over the preceding year. This number included 1,156 State, 596 County, 312 City, and 741 Town licenses; all but one dollar of the fee received in each case for the three latter classes being paid over to the counties, cities and towns in which the licenses were to be exercised. In addition, 244 free licenses were issued to disabled veterans of the World War and 384 licenses were transferred without charge upon application of the original licenses. The total number of transient vendors' licenses issued was 173, as compared with 162 issued during the previous year.

LOCAL SEALERS OF WEIGHTS AND MEASURES.

The following summary of work performed by local sealers has been compiled from the annual reports which section 37, chapter 98, General Laws, requires all sealers to make to the Director of Standards annually between the first and tenth days of December. Of 355 sealers in the Commonwealth, 29 have failed to comply with this statutory requirement and the work, if any, performed by them is neces-

sarily omitted from this compilation. Illness or other circumstances beyond the control of the sealer accounts for the non-receipt of reports in six instances.

Sealers in the following cities and towns failed to transmit their reports without offering any explanation for their inaction: Belchertown, Boxford, Grafton, Granville, Hatfield, Heath, Hopkinton, Leominster, Lincoln, Millis, Montgomery, Mt. Washington, New Braintree, Newburyport, Norfolk, Otis, Peru, Plainfield, Randolph, Reading, Russell, Southwick and Tyringham.

This being the second consecutive year in which the sealers in Belchertown, Hopkinton, Millis, Mt. Washington, New Braintree and Otis have disregarded the statute and failed to report, their selectmen will be notified so that necessary steps may be taken to give the residents of these towns the protection which the weights and measures laws are designed to afford. This may be accomplished by appointment of district sealers, as provided by section 36, chapter 98, General Laws, should no qualified local resident be willing to perform the duties of the office.

Credit should, however, be given to the great majority of local sealers to whose co-operation is largely due the continued improvement in methods and appliances used in determining the quantity of commodities offered for sale.

Summary of Work performed by Local Sealers.

ARTICLE.	Adjusted.	Sealed.	Non-sealed.	Condemned.
<i>Scales.</i>				
Platform (5000 pounds and over)	498	2,886	72	187
Platform (100 to 5000 pounds)	5,278	23,524	817	950
Counter (100 pounds or over)	489	2,415	90	74
Counter (under 100 pounds)	4,150	18,469	269	972
Beam (100 pounds or over)	177	1,502	57	110
Beam (under 100 pounds)	130	1,280	18	37
Spring (100 pounds or over)	1,019	4,318	38	567
Spring (under 100 pounds)	4,114	27,540	239	2,093
Computing (100 pounds or over)	214	1,247	16	64
Computing (under 100 pounds)	2,829	17,821	105	1,127
Personal weighing (slot)	90	2,674	17	214
Prescription	122	1,624	17	77
Jewelers'	4	148	8	5
Miscellaneous	33	136	-	9
Totals	19,147	105,584	1,763	6,486
<i>Weights.</i>				
Avoirdupois	14,052	190,185	418	753
Apothecary	642	21,325	1	615
Metric	215	10,860	58	150
Troy	59	2,262	48	42
Totals	14,968	224,632	525	1,560
<i>Measures.</i>				
Dry	12	1,830	-	156
Liquid	201	36,912	-	1,047
Yard measures	-	7,230	-	290
Tapes	-	100	-	5
Milk jars	-	1,171	12	420
Glass graduates	-	423	-	39
Ice-cream cans	17	4,889	18	181
Fuel baskets	-	2,083	2	94
Totals	230	54,638	32	2,232
<i>Automatic Measuring Devices.</i>				
Gasoline pumps	1,863	7,817	86	488
Oil pumps (lubricating, etc.)	83	915	99	12
Quantity stops (on measuring pumps)	1,819	24,057	-	271
Molasses pumps	4	795	145	82
Cloth-measuring devices	2	348	1	232
Measuring machines (leather, etc.)	1	292	12	15
Taximeters	999	1,231	4	155
Kerosene pumps	205	1,576	78	117
Gasoline meters	40	154	-	2
Totals	5,061	37,485	425	1,374
Grand Totals	39,496	422,339	2,745	11,652

Reweighings.

COMMODITY.	Number of reweighings.	Correct.	Over.	Under.
Coal (loads)	855	306	352	197
Miscellaneous	114,656	87,736	11,423	15,497
Totals	115,511	88,042	11,775	15,694

Prosecutions.

NATURE OF COMPLAINT.	Number of Complaints.	Convicted.	Discharged.	Pleaded Nolo.	Filed.	Sentence suspended.	Defaulted.	Amount of Fines.
Peddling without license	49	48	1	-	-	-	-	\$703
Peddling on expired license	1	1	-	-	-	-	-	5
Peddling without license plate on vehicle	1	-	1	-	-	-	-	-
Failing to exhibit pedler's license on demand	1	1	-	-	-	-	-	5
Violation of transient vendors' license law	2	-	2	-	-	-	-	-
Giving insufficient weight of coal	18	14	2	2	3	-	-	280
Fraud and deceit in sale of coal	10	10	-	-	-	-	-	275
Insufficient measure in sale of wood	11	10	1	-	-	-	-	85
Insufficient weight in sale of ice	23	23	-	-	3	-	-	370
Possession and use of false scales, etc.	22	20	2	-	4	-	-	220
Miscellaneous violations of weights and meas- ures laws	67	61	3	2	21	5	1	505
Totals	205	188	12	4	31	5	1	\$2,248

In addition to the fines noted above, one defendant was sentenced to serve two months in the House of Correction; one delivered a ton of coal free to the aggrieved party in lieu of a fine; three convicted of giving short measure in the sale of firewood were ordered to deliver free $\frac{1}{2}$ cord, $\frac{1}{6}$ cord and $\frac{1}{6}$ of wood respectively to the persons who had received short measure, and restitution in varying amounts was ordered in several other cases.

LUMBER SURVEY.

The official survey of lumber is a special service rendered only upon application of interested parties who are willing to bear the expense of such survey. Unofficial determination of grades and kinds of lumber are made by groups or individuals employed either temporarily or permanently by various lumber dealers who usually call for an official survey only in the settlement of controversies which arise from time to time between buyer and seller. Although the amount of lumber handled by a reduced force of surveyors during the past year exceeded that of the previous year by 671,408 feet, the income was \$293.32 less during the later period. Consequently, in spite of the increased activity in the building trades, there appears to be no definite basis upon which estimates may be made as to the personnel or appropriation necessary to carry on the work.

Lumber Surveyed and Measured during the Year ending November 30, 1922.

[Unless otherwise specified, figures indicate number of feet, board measure.]

Cypress	2,610,276
Cedar	13,425
Flooring	653,862
Flitch	19,680
Fir	430,809
Hardwood	2,609,023
Hard Pine	1,066,187
Hemlock	335,462
Mouldings	27,337
North Carolina Pine	5,217,454
Oak Logs	1,820
Pine Boards	1,850,008
Redwood	136,333
Spruce	1,801,884
Whitewood	164,625
White Pine	1,160,682
Total amount surveyed and measured	18,098,867

In addition to the above, 556 hackmatack ship knees were surveyed during the year.

FINANCIAL STATEMENTS.

Receipts from License Fees.

State (hawkers' and pedlers')	\$57,800 00
City (hawkers' and pedlers')	8,096 00
Town (hawkers' and pedlers')	8,248 00
County (hawkers' and pedlers')	2,700 00
Transient vendors'	4,325 00
Interest on deposits	165 10
Total receipts from license fees	\$81,334 10
Receipts from fees for testing clinical thermometers	412 09
Sale of standards	6 00
Total	\$81,752 19

Payments to State Treasurer.

State license fees	\$57,800 00
City license fees	312 00
Town license fees	741 00
County license fees	596 00
Transient vendors'	4,325 00
Interest:	
On deposits	\$62 94
Other funds	102 16
	165 10
	\$63,939 10
Fees for testing clinical thermometers	412 09
Sale of standards	6 00
Total payments to State Treasurer	\$64,357 19

Payments to City, Town and County Treasurers on Account of Hawkers' and Pedlers' Licenses.

Cities	\$7,789 00
Towns	7,507 00
Counties	2,099 00
Total	\$17,395 00

Summary.

Appropriation personal services	\$20,600 00	
Expended	19,988 00	\$612 00
Appropriation general expenses	\$11,600 00	
Expended	8,976 90	2,623 10
Unexpended balance		<u>\$3,235 10</u>
Total income from licenses, interest and fees for clinical thermometers, etc.		¹ \$64,357 19
Total expenditures, (exclusive of lumber survey)		28,964 90
Excess of income over expenditures		<u>\$35,392 29</u>

Account of Lumber Survey.

Received for fees and expenses for lumber surveys (including \$776.38 bills receivable November 30, 1921)	\$11,139 98
Received for interest on deposits	8 20
Total paid to State Treasurer	<u>\$11,148 18</u>

Condition for Year ending November 30, 1922.

Surveyors Personal Services	\$10,883 77	
General expenses	986 86	\$11,870 63
Less:		
Fees and expenses paid	\$10,363 60	
Bills receivable Nov. 30, 1922	329 44	
Interest	8 20	10,701 24
Deficit for the year		<u>\$1,169 39</u>
Summary:		
Appropriation for Personal Services	\$34,160 00	
Expended	10,883 77	\$23,276 23
Appropriation for General Expenses	\$4,890 00	
Expended	986 86	3,903 14
Unexpended balance		<u>\$27,179 37</u>

Résumé.

Total payments to State Treasurer	\$75,505 37
Total expenditures	40,835 53
Excess of income over expenditures after deducting Lumber deficit	<u>\$34,669 84</u>

¹ This does not include the sum of \$17,395 received as fees for hawkers' and peddlers' licenses and paid over to the treasurers of counties, cities and towns for which these licenses were issued.

DIVISION OF STATISTICS.

ROSSELL F. PHELPS, *Director*.

The principal branches of work of the Division of Statistics are the collection and publication of statistics of labor and manufactures, the administration under the direction of the Commissioner of the four public employment offices, and the answering of special inquiries having reference to the industries of the Commonwealth, the rates of wages, hours of labor and the conditions of employment therein. These several branches of work are discussed in this report.

STATISTICS OF LABOR.

The statistics of labor collected by the Division are published in the "Annual Report on the Statistics of Labor" issued, in the first instance, as "Labor Bulletins" which at the close of the year are bound together as "Parts" of the Annual Report. In the "Massachusetts Industrial Review", issued quarterly, and in news letters, issued to the press from time to time, information of current industrial interest is presented.

Annual Report on the Statistics of Labor (Public Document No. 15).

This report for the year 1922, when completed, will consist of three "Parts" each previously issued separately as "Labor Bulletins". The titles of the three Parts of the Report, two of which have already been issued as Labor Bulletins, are as follows:—

Part I. Twenty-first Annual Directory of Labor Organizations in Massachusetts, 1922 (Labor Bulletin No. 136).

Part II. Twelfth Annual Report on Union Scale of Wages and Hours of Labor in Massachusetts, 1921 (Labor Bulletin No. 137).

Part III. Statistics of Labor Organizations in Massachusetts, 1921 and 1922 (Labor Bulletin No. 138).

Massachusetts Industrial Review.

Each issue of this publication contains regular articles covering summaries of employment conditions in the principal industries and in the municipalities of the Commonwealth, accounts of the more important labor disputes which occurred, unemployment data as derived from returns made by local labor organizations, and statistics showing the amount of business done at the four State public employment offices. This Review is also the medium for the publication of preliminary tabulations of data to appear in fuller detail in bulletin form and for the results of special studies relating to industrial topics of current interest. Beginning with Review No. 9, the date of issuance was advanced one month in order that data having reference to the quarter just closed might be included and the report made of more current value than formerly.

The following special articles were published in the numbers issued during the year:—

No. 7 (March, 1922): Rates of Wages of Certain Municipal Employees in Massachusetts, January, 1922; Directory of Non-Commercial Employment Agencies in Boston.

No. 8 (June, 1922): Wages and Hours of Labor in the Cotton Manufacturing Industry in Massachusetts; Number and Membership of Labor Organizations in Massachusetts, 1912-1921.

No. 9 (October, 1922): Employment and Earnings in Representative Manufacturing Establishments; Cost of Building Index for New England; Boston Building Trades Agreement, 1922; Tenth Annual Convention, International Association of Public Employment Services.

Special Report — Population and Resources of Cape Cod.¹

This report was prepared by direction of the Commissioner, under the editorial supervision of the Director of the Division of Statistics and was published in accordance with the provisions of General Laws, Chapter 149, Section 170, which reads, in part, as follows: “. . . The Commissioner may publish, at such intervals as he deems expedient, bulletins or special reports relative to industrial or economic matters.”

The text of the report consists principally of articles contributed by persons who were thoroughly conversant with the several topics discussed by them, and the statistical data presented therein were compiled from Federal and State reports. A road map, specially prepared for the purpose by the Massachusetts Department of Public Works, is inserted, and a number of half-tones, illustrative of Cape Cod scenes and industries, are included.

Weekly Reports and Press Notices.

Weekly Reports. — In pursuance of the policy adopted in May, 1921, there have been submitted to the Commissioner of the Department on Wednesday of each week during the year a report having reference to “Employment and Wage Changes.” In this report industrial news items received during the week and general industrial conditions are discussed; the reports of the superintendents of the State public employment offices are given in detail and summarized briefly; and copies of any news releases of the Department, compiled in this office, are also attached.

Press Notices. — Reports are obtained monthly from officials of building departments in the cities of the Commonwealth, showing the value represented by applications filed for permits to build in the respective municipalities, indicative of prospective building. Press notices, summarizing the returns, are issued about the fifteenth of each month and these notices are quoted quite freely in the newspapers in this State. In the Industrial Review these data are published in fuller detail with comparable data for previous months.

Beginning in September, 1922, press notices having reference to Employment and Earnings in Representative Manufacturing Establishments have also been issued monthly, and the interest manifested in this information justifies a further extension of the scope of this monthly survey.

STATISTICS OF MANUFACTURES.

Annual Report on the Statistics of Manufactures, (Public Document No. 36).

Arrangements were made by the Commissioner for the collection of the Statistics of Manufactures for the year 1921 in co-operation with the Bureau of the Census at Washington. In accordance with this agreement manufacturers were called upon to answer only one questionnaire, which served the purpose of both

¹ In some respects this report is supplementary to a report issued by the Massachusetts Bureau of Statistics in 1897, under the title “Social and Industrial Changes in the County of Barnstable” as Part I of the Annual Report of the Statistics of Labor, 1896 (Public Document No. 15) pp. 1-104. (Out of print).

offices and gave material for (1) the Report for the Federal Census, now being taken by the United States every two years, and (2) the regular Annual Report on the Statistics of Manufactures for the State. A considerable part of the expense for field agents and clerical force was borne by the United States and a saving of approximately \$3,500 to the State was thereby effected. The State Department, through the Director of the Division of Statistics, supervised the field work and edited the schedules, and the official data are being compiled by the Federal Bureau. The preliminary totals for the State for 1921, *subject to final revision by the Census Bureau*, compare approximately as follows with those for 1920:—

	1921.	1920.
Number of establishments	11,286	10,262
Cost of stock and materials used	\$1,605,199,597	\$2,489,237,446
Total amount paid to employees	\$642,971,756	\$891,176,822
Average number of wage earners	578,638	695,832
Value of product	\$2,821,088,922	\$4,370,276,822

In addition to the data obtained for joint use by the co-operating offices, the State report will also show capital invested, classified weekly earnings of employees, and value and destination of goods manufactured in Massachusetts and exported during the year.

The wage data are briefly summarized in the following table. The total number of wage-earners who were employed (as reported for the week of maximum employment) was 635,747, of which number 64 per cent were adult males, 29 per cent adult females and about seven per cent were young persons 18 years of age.

	WEEKLY WAGES PAID IN MANUFACTURING INDUSTRIES (RATES).		
	NUMBER OF WAGE EARNERS RECEIVING —		
	Under \$20 per Week.	\$20 per Week and Over.	Total.
Total	259,369	376,378	635,747
Adults:			
Men	91,258	318,555	409,813
Women	128,734	54,938	183,672
Young persons under 18	39,377	2,885	42,262

Census of Power Laundries.

While power laundries are not, strictly speaking, manufacturing establishments but perform a "service function", their importance in the business life of the community appears to justify the annual collection and tabulation of statistics with reference to their operation, as in the case of manufacturing establishments. The total number of power laundries from which reports were obtained in 1921 was 321, which number did not include Chinese or other hand laundries or laundries in hotels or those connected with educational or charitable institutions.

Directory of Manufacturing Establishments.

During the year a complete directory of manufacturing establishments in Massachusetts was prepared but not published. This directory contains the names of all manufacturing establishments in the Commonwealth classified (1)

by industry and (2) by location of establishment. It will be brought up to date and ready to be published by the Department in 1923, if deemed advisable, there having been no official directory of manufactures published by the Commonwealth since the year 1913.

PUBLIC EMPLOYMENT OFFICES.

Work of the Local Offices.

During each month in 1922 the number of placements made by the offices and the number of persons called for by employers exceeded the corresponding number placed during the same month in 1921 and the totals for each year are as follows: —

	TOTALS FOR THE YEAR.		Per Cent Increase, 1922 over 1921.
	1922.	1921.	
Number of persons reported placed	38,574	28,556	35.1
Number of persons called for by employers	50,310	36,110	39.3

The above comparisons show that there was an increase of 35.1 per cent in the aggregate number of persons placed by the offices during the year 1922 as compared with the number placed during the year 1921, and an increase of 39.3 per cent in the number of persons called for by employers.

A statistical table, showing data with reference to the activities of the several offices during the years 1922 and 1921 follows: —

OFFICES.	1922.			1921.		
	Persons called for by Employers.	Persons referred to Positions.	Persons reported placed.	Persons called for by Employers.	Persons referred to Positions.	Persons reported placed.
Boston	17,772	23,367	13,244	15,729	22,317	11,734
Mercantile Branch	1,787	3,103	1,408	- ¹	- ¹	- ¹
Springfield	18,249	18,125	13,968	11,807	12,081	9,689
Worcester	12,504	13,279	9,849	8,574	9,127	7,133
Totals	50,312	57,874	38,469	36,110	43,525	28,556

¹ Opened January 9, 1922.

Establishment of Mercantile Office.

By authority of the Governor and Council, a mercantile office was opened on January 9, 1922, at 25 Tremont Street, Boston. In accordance with arrangements made by the Commissioner with the Director-General of the United States Employment Service for co-operation in maintaining this office a portion of the rental was contributed by the Federal office, and a Federal employee was assigned to the office as examiner-in-charge. Two employees were transferred from the Pearl Street office to assist in this branch office. The efficient service rendered by this office to applicants for mercantile positions and to employers during the past year has justified its continuance for at least another year. A small portion of the space occupied during the past year, and which is no longer required has been given up, thereby effecting a saving of \$75.00 per month on account of rental.

Co-operation with the United States Employment Service.

The Department continued to co-operate during the past year with the United States Employment Service. In addition to administering the four public employment offices under the direction of the Commissioner of Labor and Industries, the Director of the Division of Statistics has also served as Assistant Federal Director of the United States Employment Service, and, with the approval of the Commissioner, has co-operated with 12 civic organizations which were engaged in placement work during the year.

The co-operative agreement which was continued in effect during the past year provided for the payment of the salaries of two Federal employees, one of whom was assigned to work in the Western part of the State and the other of whom has acted as examiner-in-charge of the mercantile office established in Boston in January, 1922. The Federal Bureau also contributed toward the expense on account of the rental of the mercantile office, and granted to the Department the use of the franking privilege in connection with the placement work of the State public employment offices. The total contribution by the Federal Bureau toward placement work in this State, including the salaries of the two Federal employees and the payment on account of rental, was approximately \$5,000 and the saving to the Department as a result of the use of the franking privilege may be estimated as approximately \$800.

Some assistance was rendered to the Federal Bureau in the collection monthly of information relative to the number of persons on pay-rolls of principal industrial establishments in eight Massachusetts cities.

MONTHLY SURVEY OF EMPLOYMENT AND EARNINGS.

In September, 1922, the Department began the collection of monthly reports from a large list of manufacturing establishments in Massachusetts, showing the number of wage-earners employed and their earnings, together with certain other incidental information bearing on these two inquiries.

In this monthly survey the State Department is co-operating with the United States Bureau of Labor Statistics, thereby avoiding duplication of work by two government agencies in the collection of reports of this character. The information is being obtained, in the first instance, by this Department which has been granted the franking privilege for this purpose, and copies of the original reports are furnished to the Federal Bureau for its use, in connection with similar data for other States, in compiling a report for the entire country. The monthly reports and index numbers derived therefrom should serve as an important "industrial barometer", indicating the trend of employment and earnings of employees in manufacturing industries.

It is the purpose of this department to increase the list of manufacturing establishments to be canvassed so that the reports may become more thoroughly representative and, as opportunity affords, to add other industries, thus eventually bringing the entire industrial field in this State within the scope of its monthly inquiries.

SPECIAL INQUIRY RELATIVE TO TEXTILE INDUSTRY.

The Division of Statistics has co-operated with other Divisions of the Department in the collection and tabulation of data having reference to the textile industry. This material was submitted to the Commissioner of the Department for his information and assistance in complying with the provisions of a resolve passed by the Massachusetts Legislature in 1922, providing for an investigation into competitive conditions in the textile industry in Massachusetts and in the Southern States.

INFORMATION SERVICE.

The furnishing of information in answer to inquiries constitutes an increasingly important branch of the work of the Division. These inquiries have reference principally to employment conditions, rates of wages and hours of labor, production in the various manufacturing industries and the cost of living. A considerable part of the information furnished is for use in the adjustment of wage disputes and for this reason careful attention is given to the answering of such inquiries even to the extent of preparing special statements not published in the reports of the Division.

Two of the employees of the Division are employed in filing material to be used for reference purposes. There are received currently 17 daily newspapers and 50 weekly and 120 monthly publications from which important items relative to labor and industrial topics are clipped and referred to the officials of the Department or filed for future reference. Reports of labor departments in other States and several foreign countries are also filed for reference. A few publications which are of value for research purposes but which are not readily accessible in the State Library are purchased for the use of the officials.

RECORDS OF INDUSTRIAL DISPUTES.

A daily record of industrial disputes occurring in Massachusetts is kept primarily for the use of the Board of Conciliation and Arbitration. The principal sources from which information is obtained are reports made directly to the Board by municipal authorities as required by law, press clippings from newspapers and labor and trade journals, reports received from officials of labor organizations and from field agents and industrial inspectors employed by the Department. The information thus obtained is used in the compilation of quarterly and annual statements relative to industrial disputes, which are published as articles in the Massachusetts Industrial Review. Narrative accounts of the principal strikes and lockouts are included in these articles, copies of which accounts are sent to each party to the controversy for verification or correction before publication.

During the year 1922 the total number of strikes and lockouts which occurred in the Commonwealth was 147 in which 36,400 employees were involved, as compared with 191 strikes and lockouts during the year 1921, directly or indirectly affecting about 49,500 employees. A large majority of the controversies in 1922 had as the principal issue the question of wage increases, whereas in 1921 a large number of the controversies were a result of the refusal of employees to accept wage reductions.

FINANCIAL STATEMENT.

The statement below shows the amounts appropriated for the statistical work of the Department and for the public employment offices during the fiscal year ending November 30, 1922, the amounts expended thereof, and the balances unexpended; also the estimated expenditures during the fiscal year ending November 30, 1923.

In explanation of the increases in the estimated appropriations required for the statistical service during the fiscal year ending November 30, 1923, over the expenditures during the preceding fiscal year it should be stated that last year the Federal Bureau of the Census co-operated with this Department in taking the census of manufactures in this State, thereby resulting in a saving to this department of approximately \$3,500. In 1923 a Federal census of manufactures will not be taken and it will be necessary for the Department to take the census independently of the Federal Bureau. In 1922 a considerable part of the field work was done by Federal agents and the Department had the use of the franking privilege in connection with this branch of its work. It is estimated that the salaries of the temporary special agents who will be required will amount to approximately \$1,600 and that the additional cost of printing, postage, and field

agents' expenses will amount to approximately \$2,000. The amount asked for statistical service (salaries) for the next fiscal year is less than the amount actually expended in 1921 when the census of manufactures was taken independently of the Federal Bureau and the amount requested for contingent expenses is only \$144.33 greater than the amount expended in 1921 for this purpose, notwithstanding the fact that the cost of printing under the new State contract will exceed the cost in 1921 for similar work.

The principal increases on account of the public employment offices are for the salary of one additional employee, for increases in salaries and for the maintenance of the mercantile office in Boston, toward the rental of which the United States Employment Service contributed in 1922, but will not be able to contribute during the next fiscal year.

Financial Statement.

	1922 Appropriations.	Expenditures.	Unexpended Balance.	1923 Estimated Expenditures.
Division of Statistics:				
Personal services	\$34,310 00	\$33,786 95	\$523 05	\$37,600 00
Expenses	10,500 00	9,629 88 ¹	870 12	14,600 00
Totals	\$44,810 00	\$43,416 83	\$1,393 17	\$52,200 00
Public Employment offices:				
Personal services	\$45,500 00	\$44,455 02	\$1,044 98	\$48,100 00
Expenses	16,600 00	16,250 24 ²	349 76	16,600 00
Totals	\$62,100 00	\$60,705 26	\$1,394 74	\$64,700 00
Grand total	\$106,910 00	\$104,122 09	\$2,787 91	\$116,900 00

¹ This figure does not include \$850 withheld for outstanding bills.

² This figure does not include \$200 asked to be withheld for printing.



